

The Function and Purpose of State Government Facilities

Convenient and free access to our elected leaders and state agencies, along with safe and functional places for them to conduct their duties, are the two most fundamental reasons for the existence of government buildings and the grounds on which they are located.

Public Use and Access

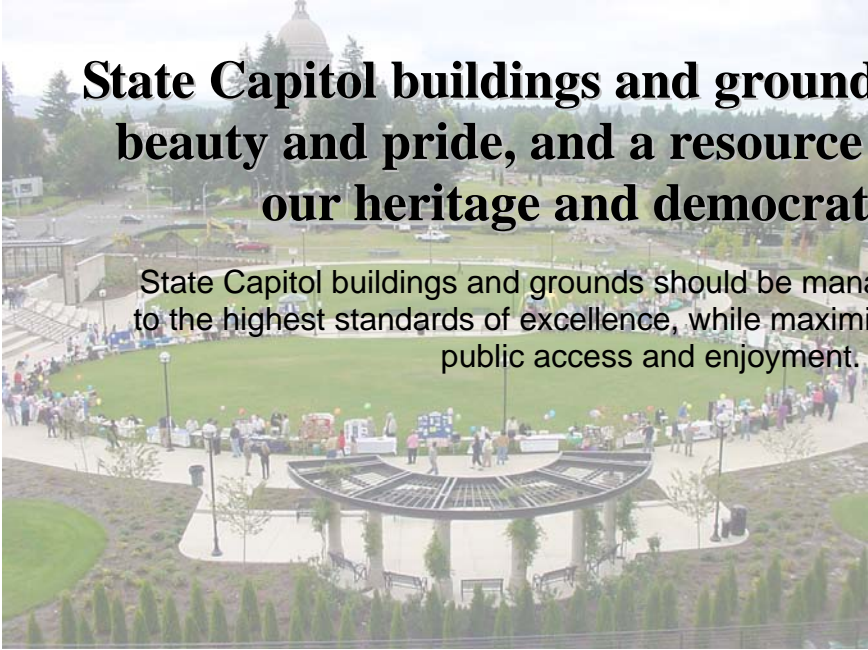
Principle #1 of the Master Plan for the Capitol of the State of Washington, along with its supporting policies, confirms that government buildings and grounds, like government itself, should be “of the people, by the people, and for the people.”

Delivery of Public Services

Principle #2 and its supporting policies establish the basic criteria for where state government facilities should be located, what functions will operate out of them, and the space allocation within them. These primary factors ensure that government buildings support rather than hinder efficient and effective public services.

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Master Plan Principle #1 Public Use and Access



State Capitol buildings and grounds are a source of beauty and pride, and a resource for celebrating our heritage and democratic ideals.

State Capitol buildings and grounds should be managed and maintained to the highest standards of excellence, while maximizing opportunities for public access and enjoyment.

The State Capitol Campus in Olympia along with the Tumwater and Lacey satellite campuses are a reflection of the health and vitality of our state. The many public spaces available within our State Capitol

buildings and the 450+ acres of associated Capitol grounds are actively used by the public year round, not only for the activity of state governance, but for assembly, ceremony, recreation and education. The symbolism of these special places, together with their visibility to the public and intensive use, require heightened levels of care and management to sustain their condition and enable continued public enjoyment.

The first amendment right of every citizen to free speech and representation is exercised daily at the Capitol. It is a critical function of the Capitol Campus to support this activity with public spaces in buildings and grounds that meet the diverse needs of the visiting public (from business people, to protesters, to school children). These needs must be managed and

balanced to maximize public opportunity, while safeguarding the orderly conduct and decorum of state government activity.

The State of Washington is blessed with not a single Capitol building, but a grouping of buildings; not a small city block but an entire campus; and not a single campus, but several distinctive campuses and parks.

These special places offer a range of venues for a large variety of public activities. The State of Washington places very high priority on the availability of these resources to the people of the state for their enjoyment and celebration of our common heritage and democratic ideals.



Jim Erskine

Teachers Rally on East Campus, 2003

POLICY 1.1 Public Use of State Buildings

***The state shall facilitate public interaction with the lawmaking process
and offer welcoming, safe, convenient access to the activities and
services of the state government.***

Background

In addition to serving as workplaces, many of our public buildings are also architectural and cultural treasures and symbols of statehood. As such, the state has an obligation to share them as freely as possible and to help the public readily access, enjoy, and appreciate them. All state buildings (large and small) need to meet the needs of all types of visitors, business interests, clients, tourists, diplomats, dignitaries, protesters and politicians; and must do so while protecting the welfare of employees and the quality and professionalism of the workplace.

Equitable Access for people with disabilities is one very practical area in which public access has and must continue to improve. Until the mid 1960's, there was not much formal action or attention given to how people with temporary or permanent mobility problems gained access to public buildings. Without assistance, an entire segment of our society was effectively denied one of democracy's most cherished rights – the right to participate in the law-making process. Barrier-free access to public buildings is now the law of the land and has been incorporated into the Washington State Building Code by RCW 19.27.031 and WAC 51-50-005.

The desire for heightened security in public buildings is another area with significant implications for state facilities. Both visitors and state workers need to feel safe. Yet security measures do not have to be intimidating or intrusive. New technology is rapidly altering the way that security is perceived and handled, and innovations must be sought that do not impose a large or visible presence.

Public entries and lobby areas and the areas within our buildings that are designated for public use all require a heightened level of attention to ensure that they are welcoming, professional, accessible, and secure. Those facilities with designated public spaces that are in demand for public activities related to the lawmaking process must further be managed to optimize public use, with careful attention to equal opportunity as well as preservation and maintenance of the asset itself. Such measures are simply good business, for state government and for its citizens.

Intent of Policy

Guidelines governing the use of public buildings are necessary to balance the following priorities:

- Provide equal opportunity for use and access
- Protect and preserve public property
- Ensure the safe and effective conduct of state business

The intent of this policy is to ensure that the people of the State of Washington can fully access and enjoy their public buildings and the public spaces within them. It is further intended that this policy will apply to all major renovations of existing facilities not currently meeting ADA standards.

This policy places special emphasis on the need to balance the potentially conflicting priorities of state business activity, public engagement in the democratic process, and protection of state assets.

Goals of Policy

In order to support public interaction with the lawmaking process and safe, convenient access to state services, owned and leased state facilities must:

- Recognize public entrances and lobbies as critical gateways that should be welcoming and professional, offer guidance and visitor services, and be readily accessible to all visitors including people with disabilities
- Support the exercise of First Amendment rights within the spaces designated for public use and activity, and ensure equal access to, and opportunity for use of, these spaces
- Facilitate efficient access by business visitors
- Safeguard the welfare of employees and visitors through security measures that are as seamless and transparent as possible
- Support civic education and public appreciation for locations of architectural and cultural significance

POLICY 1.2

Public Use of Capitol Grounds

State Capitol grounds shall be designed and managed to maximize opportunities for public access to state government, encourage public engagement in the democratic process, and facilitate citizen use and enjoyment of the parks and features of the State Capitol Campuses, while preserving public assets and safeguarding the orderly conduct of state business.

Background

The historic Capitol grounds of the State of Washington provide a truly stunning setting for the grouping of monumental buildings that comprise the heart of it. The beauty and openness of these grounds is the design legacy of the Olmsted Brothers, who established a tone of dignity and decorum for the center of state government.

The history and symbolism of the state's historic Capitol grounds make them highly attractive places for a myriad of public activities. The West Campus is host to everything from weddings to war protests, art installations to volleyball tournaments. State grounds, especially those closest to the Legislative Building, are a preferred site for memorializing important people and events. All of these activities, in turn, are celebrations of our democratic ideals, demonstrations of our constitutional right to free speech, and reflections of the character of our times that color, inform, and enliven state government.

“Viewed from Capitol Way, the district appears as a vast expanse of carefully-tended lawn and beyond, as an imposing cluster of classic architecture dominated by a huge dome. Two roads lead diagonally into the district from Capitol Way, one from the south and one from the north. The two meet in a traffic circle, in the center of which is a large bronze sculpture on a granite pedestal. In the foreground is a circular fountain. Gently curving across the lawns are pedestrian walks connecting Capitol Way with the buildings at the west end of the district. Tall evergreen trees dot the fringes of the lawns and carefully-pruned black locust trees line the north approach street. A large sunken garden to the west is a colorful contrast of warm colors in the cool greens of the lawns and trees. These grounds were designed by Olmsted Brothers, a successor firm to that of Fredrick Law Olmsted, America's foremost landscape architect.”

-- National Register of Historic Places.

Intent of Policy

The intensive and diverse use of State Capitol grounds necessitates careful management in order to preserve and protect them, to ensure equal access, and to preserve their primary purpose, which is to support the work of state government.

It is the intent of this policy to provide for public use of State Capitol grounds in a manner that supports the design and decorum of the various public spaces included in those grounds. Guidelines and procedures to implement this policy should:

- Give highest priority to uses that are related to state government needs
- Protect public safety and preserve public assets
- Provide equal opportunity and access
- Direct planned activities to the areas of the grounds best suited to support them
- Avoid disruption of state services, minimize risk to the state, and anticipate, as well as provide for, extraordinary set up, clean-up and maintenance costs
- Provide amenities and services that increase the attractiveness and comfort level for users, in a manner that is consistent with the design character and planned use of each area

It is further intended that this policy will ensure that permanent installations of memorials and commemorative works of statewide significance honor the design integrity and planning goals of the areas in which they are placed.

Goal of Policy

The goal of this policy is to ensure that public use of State Capitol grounds, particularly as it relates to the exercise of first amendment rights, be supported as a value of democratic governance, while simultaneously providing a framework that ensures respect of our public places.

POLICY 1.3 Educational Opportunities

The state shall leverage the educational value of its public and historic facilities and the activities of state government to extend an array of educational opportunities to the broadest possible audience.

Background

The democratic process is founded on an educated citizenry. Indeed, public education is “the paramount duty of the state” according to the Washington State Constitution (Article IX). The policy development and lawmaking activities that take place at the State Capitol offer opportunities for observation and interaction with the democratic process, while our historic properties and assets provide a tangible link to the past, imparting a deeper appreciation of our cultural heritage. The State Capitol, then, presents a very rich environment for educating both adults and children, from our own state and from afar, about our democratic ideals, the process of democratic governance, and our state’s history, heritage, and cultures.

The State Capitol is closely tied, as well as directly and intentionally linked, to the history and heritage of the local community. It is also symbolically connected to Puget Sound and the Olympic Mountain vistas to the north. f our natural environment, native people, local history and many cultures. They help to define the character of our statehood, and provide a rich context for the lessons of democracy enacted within our Capitol buildings.

Intent of Policy

The State Capitol is an exceptional educational resource. The intent of this policy is to recognize and emphasize the educational value of the visitor experience.

Goals of Policy

Policy goals include:

- A full range of high-quality visitor services that facilitate public use of these state resources, and offer educational and interpretive programs and materials
- Educational programs that are fully available to persons with disabilities and meet the needs of learners of all kinds
- Partnerships with local and state agencies, associations, private and public interest groups, for initiatives that invest in and enrich the visitor experience
- Marketing efforts that communicate State Capitol educational resources and opportunities to the broadest possible audience through a variety of means, including media and partnerships

- Strong preservation programs that protect and showcase our historic State Capitol assets and allow visitors, through shared appreciation, to take pride in the legacy it constitutes
- Increased emphasis on heritage tourism offerings within State Capitol Visitor Services and thematic links to local and state history
- Direct ties to state public school curricula for history and U.S. government.

POLICY 1.4 Accessibility for All

The state shall ensure that access to state facilities and the activities of state government is extended to everyone.

Background

The Americans with Disabilities Act (ADA) and Washington State's Barrier-Free Code (WAC 51-50-005) require access to all facilities, goods and services. The first barrier-free laws were adopted in Washington State in 1967.

Intent of Policy

It is imperative that all people have access to the democratic process, that everyone is welcome, and that their opinions can be voiced. It is the intent of this policy to ensure that providing accessible state buildings is an integral part of all new construction and major alteration projects.

Goals of Policy

Policy goals include:

- Access to the full range of public and visitor services
- Preservation of historic structures while simultaneously providing universal access to the maximum extent possible



Master Plan Principle #2 Delivery of Public Services

The location of state government facilities and the layout of spaces within them are vital components to effective and efficient delivery of public services.

The buildings that house state functions should enhance state services.

Citizens expect to find the appropriate state agency or elected official quickly and easily when they need to. They intuitively assume that the highest ranking officials and elected leaders will be located at the center of state government – the Capitol Building – and that lesser ranking officials and agencies will be in other buildings within proximity, yet still easily located.

Additionally, state agencies and officials have a reasonable expectation that the buildings that house their programs will be sensibly sited so that essential public services are not hindered by location.

They also reasonably expect that the space within their buildings will be sized and arranged such that the building itself helps improve productivity and customer service while providing a healthy work environment. At the same time, interior space layouts must be flexible and capable of being changed, without great expense, to accommodate ever-changing program needs.

Location and space layout decisions should be proactive, made on the basis of advance planning and established criteria. If they are reactionary decisions made in response to real estate market pressures or uncoordinated growth, the effectiveness of state facilities is likely to suffer.

Coordinated, long-range, strategic facility planning by all state agencies, large and small, is essential. This includes space needs analysis, identification of co-location potential, and opportunities for consolidation.

Taken together, strategic planning for location, co-location, consolidation, and space layout will maximize the contribution that facilities can make to the effective and efficient delivery of public services.

POLICY 2.1

Location of State Government Functions

The state shall locate its various governmental functions in accordance with guidelines that maximize the efficiency and effectiveness of its operations.

Background

In the 2000 Supplemental Capital Budget, the Legislature directed the State Capitol Committee, in conjunction with the Legislative Building Renovation Oversight Committee, to identify the priority use of space in the following group of buildings: Legislative Building, Cherberg Building, O'Brien Building, Insurance Building, Newhouse Building, Pritchard Building, and the Governor's Mansion.

To determine these functional priorities, criteria and guidelines were developed based on the "functional affiliation with the legislative process and the ceremonial functions of statewide elected officials, taking into consideration emerging telecommunication capacity." By definition, the Legislative Building was (and is) considered the center of the legislative process and, thus, of state government.

The results of this directive are documented in a Report to the Legislature² dated November 30, 2000, hereinafter referred to as the "Space Use Study." The criteria were approved by the joint State Capitol Committee/Legislative Building Renovation Oversight Committee on October 10, 2000.

Intent of Policy

The intent of this policy is to incorporate the criteria developed by the Space Use Study into the Master Plan, and expand them to apply to all state office buildings throughout Thurston County. The location of state agencies is therefore guided by their relationship to the legislative process.

Goals of Policy

The goals of this policy are to ensure that:

- Those functions most closely affiliated with the legislative process, ceremonial activities of statewide elected officials, public ceremonial functions, plus respective critical support functions and storage space, are housed within the Legislative Building or in facilities closest to the Legislative Building.

² Washington State Legislative Building *Space Use Study & Rehabilitation Plan Options*; HHPA & Department of General Administration; November 30, 2000; pages 29-31

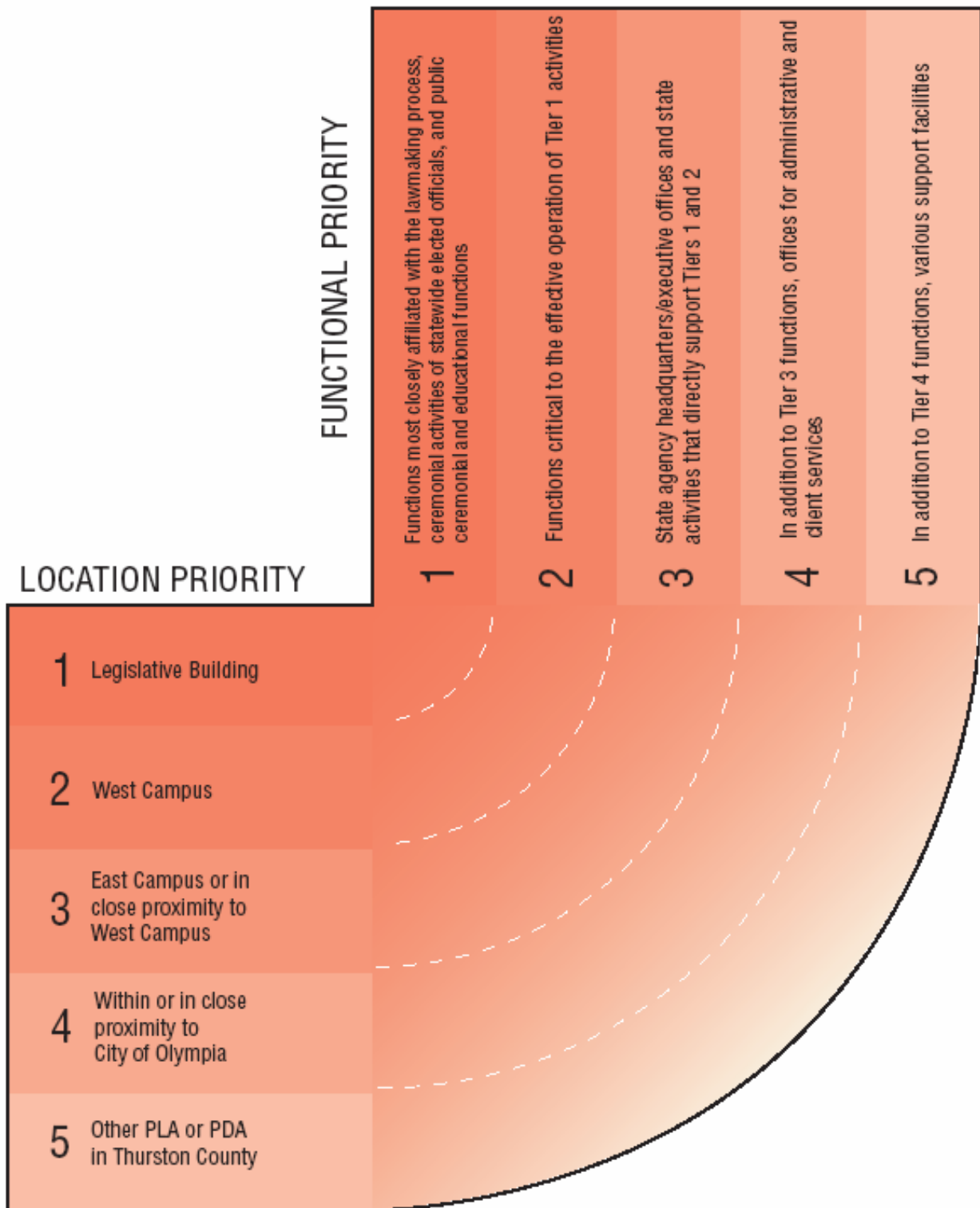
- Those functions less closely affiliated with the legislative process, ceremonial functions of statewide elected officials or public ceremonial functions, as well as respective, less critical support functions and storage space, are housed on or off campus according to their level of affiliation.
- State warehousing and light industrial needs should be concentrated in industrial parks that are outside preferred development and preferred leasing areas. Co-location of similar functions will reduce costs and improve efficiency. These industrial parks should take advantage of freeway and transit accessibility as well as lower land prices. Uses include warehousing, motor pool, printing plants, central stores, laboratories, and maintenance facilities.

Highest and Best Use Chart

To assist in the process of determining the relative location of state government functions, the chart on the next page depicts the priority (highest and best use) of locations in proximity to the Legislative Building.

It is not intended that this chart be a rigid “function locator” but rather a general guide as to the most appropriate locations for the various levels of state government activities.

GUIDELINES FOR LOCATING STATE GOVERNMENT ACTIVITIES



POLICY 2.2

Long Range Planning by State Agencies

The state shall prepare a strategic, long-range facility development plan for state office facilities in Thurston County through the Department of General Administration and in consultation with state agencies and the capital area cities.

Background

The 2001 Thurston County Lease and Space Planning study examined a number of facility issues and, with regard to long range planning, concluded:

“The benefits of cost-effective long range planning will pay dividends in greater certainty, by promoting sounder decisions and improved facility quality.”³

Historically, there has not been a consistent approach to facility needs assessment, facility planning or facility budgeting by agencies for new owned or leased facilities. These things have primarily been reactive. As a result, state government offices differ markedly in cost, quality, community benefit, accessibility, and investment value.

Intent of Policy

It is the intent of this policy to ensure that there is a cooperative effort among all state agencies and the Department of General Administration to create a coordinated and consistent long-range facility plan for housing state government in Thurston County.

State agencies shall, on a biennial basis, prepare a list of their Basic Facility Needs. At a minimum, this compilation shall be a six-year projection of space requirements for the agency's programs. The Department of General Administration, in consultation with the agencies and the capital area communities, will develop a Six-Year Facilities Development Plan.

Goals of Policy

The goals of this policy are to:

- Gain a clear understanding of the quantity of office space needed to house state government in Thurston County
- Maintain an accurate database of the current office space inventory, both leased and owned
- Identify the differences in space needs compared to available inventory, enabling the preparation of a coordinated strategic Facility Development Plan (leased and owned) that would close this gap

³ Thurston County Lease and Space Planning, Report #7, p 1-8.

POLICY 2.3

Co-Location and Consolidation of State Facilities

The state shall encourage the co-location and consolidation of state services into single or adjacent facilities, wherever appropriate, to improve public service delivery, minimize the duplication of facilities, increase efficiency of operations, and to promote sound growth management planning. RCW 43.82.10(5)

Background

Dispersal of agency functions is largely the result of rapid agency growth coupled with market constraints on available, appropriate, leased space, as well as lack of advance planning. The consequences of multiple locations are duplications of space, equipment, and sometimes personnel. It causes increased costs in lease management, and hampers efforts to promote ride-sharing, van-pooling, and other transportation alternatives. Most importantly, fragmentation results in reduced service to the public and inefficiency (high cost) of operations.

*The Thurston County Lease and Space Planning Study*⁴ examined the issues of co-location and consolidation of state services in extensive detail. Consolidation is defined as the relocation of programs, departments, or divisions of one agency at a single location. Co-location is defined as a shared site, complex or building occupied by two or more agencies. Lack of a common mission or client base is not a barrier to co-location if activities are generally compatible.

Intent of Policy

The intent of this policy is to require consolidation and co-location of state functions whenever possible, and to discourage fragmentation and dispersal.

Goals and Benefits of Policy

The broad goals and benefits of this policy include:

- Improved access by the public
- Improved service delivery through reduction of fragmentation
- Reduced cost of modern technology through shared resources
- Reduced duplication of services to the public
- Reduced duplication of staff, equipment, and spaces
- Reduced travel time and cost needed to coordinate between facilities
- Increased effectiveness of teamwork and interdisciplinary programs
- Increased accountability and measurement of effort
- Improved physical security and access control
- Increased potential for shared parking
- Improvement to internal management and communication
- Promotion of sound growth management planning through more compact and concentrated siting of facilities

⁴ Report #4, May 1999, pp 16-19.